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ing the more recent suffrage amendments to the constitutions of Norway, Spain, Sweden and Russia. The text of each constitution except that of the United States is preceded by a brief historical sketch and also a critical bibliographical list. There is also a brief general bibliography of the most important historical works, constitutional compilations and general treatises on comparative constitutional law. In general it may be said that Dr. Dodd has performed his task in a scholarly manner. Great care has evidently been taken to secure in every case the latest and correct texts, and to provide accurate translations of the technical terms employed. This collection, with that of the Latin-American constitutions recently prepared by Dr. Radrigues and published by the International Bureau of American Republics, places within convenient reach of students most of the constitutions now in force—at least most of those that are likely to be studied.

Index Analysis of the Federal Statutes, Together with a Table of Repeals and Amendments. By GEORGE WINFIELD SCOTT, Ph.D., LL.B. and MIDDLETON G. BEAMAN, A.B., LL.B. Volume i. (1873–1907): General and Permanent Law in the Revised Statutes of 1873 and the Statutes at Large 1873–1907 (vols. 18–34). (Washington: Government Printing Office. 1908.)

It is a hopeful sign that the making of this index, instead of being treated, as is usually done, as mere clerical work, was committed to trained and expert hands. The working out of a well-ordered plan of headings and subheadings involves a systematic analysis of the whole body of statutory material. Such an index as this may therefore well be looked upon as a first step in the scientific treatment of legislation. The connection of work of this kind with the problem of the drafting of statutes is pointed out by the authors of the index when they say: “If our legislators are to have the assistance of statute-law specialists—draftsmen—they must see to it that a requisite technical experience is provided with which to train them. Perhaps, the most economical and, at the same time, certain way to provide such a training is to authorize the preparation of guides to the various sorts of statute-law materials and to require that these guides should be made by those who would train themselves as draftsmen. The British parliament, whose recent statutes are models of form and phrase, found that the preparation of such legislative tools accomplished a twofold result: first, it made readily

accessible the information necessary to legislative work; second, it furnished the lawyers who did the indexing, digesting, and re ising, with that technical experience in statute law which is indispensable to the training of competent draftsmen. Today, in England, the technical work connected in different ways with the drafting and publishing of the statutes of parliament is performed by or under the direct on of three or four lawyers who are devoting their entire time to this highly specialized service."

It is impossible to form a judgment of the completeness or accuracy of an index except by long-continued tests, but a relatively brief period of use may give a fair idea of the general economy and convenience of its arrangement, and the impression produced by this volume is extremely favorable.

The elaborate system of headings, subheadings, and cross-references and its use, is explained by the authors in a table of directions which is interspersed through the volume at irregular but frequent intervals. The index of the popular names of statutes which is placed at the end of the volume will be found a special convenience.

The authors are careful to warn the user against certain shortcomings which it was found impossible to provide against.

Thus, if for any purpose it is desired to make a complete list of all powers and duties of an office, the index will not be a complete guide, for where the statute has not named the officer who is to execute its provisions, the index omits reference to any officer, though it may be clear within whose jurisdiction the administration or enforcement of the act must fall. In adopting this course the authors were controlled by the principle that they should carefully avoid anything in the nature of a construction of statutes. It might have been the privilege of private indexers to be less scrupulous.

For the same reason the elaborate table of repeals and amendments at the end of the volume lays no claim to completeness; for implied repeals and amendments are entirely matter of construction, and it would require legislative authority to determine with certainty where they occur.

It is very much to be hoped that the work will be continued. It is proposed that a second volume, when published, shall cover the statutes of temporary local and personal character. The student of legislative history would prefer an index of the general legislation of the period from 1845 to 1873 for which at present we have only the indices of the separate volumes of the statutes at large.

The plan for any further index has now been worked out, and for this

Messrs. Scott and Beaman have entitled themselves to the gratitude of all those who have occasion to consult federal statutes.

E. F.

The Development of the State: Its Governmental Organization and Its Activities. By JAMES QUAYLE DEALEY. (New York: Silver, Burdett and Company. 1909. Pp. 343.)

"The writer has endeavored to show that the state develops in accord with definite laws and principles, and that these are largely determined by the conditions of economic and intellectual life. Progress comes therefore by purposive modification of such conditions through a governmental policy based on scientific knowledge." With this aim, Professor Dealey has written an uncommon book, strong in argument, thorough in scholarship, and inspiring both to the student and the citizen. Its basis lies in applied sociology. The fact is never lost sight of that the state is only one of the factors of civilization. It is, however, a dominant factor because it is able to utilize all other factors and bring them into unity of purpose, the progress of mankind.

The book consists of four parts, the first of which deals with general social development and the stages in the development of the state. The author does not support any one theory of the origin of the state, but attempts to find the place of each in the historical development from the horde to the organized society of today. Part 2 deals with sovereignty as the distinguishing characteristic of the state. Sovereignty is defined as the collective term for whatever power is possessed by the state. This identifies sovereignty with the so-called essential powers of police, taxation and eminent domain; but by the police power is meant the power to do anything needful for the safety and welfare of the nation, including the war power. Such an inclusive definition of the police power is not in accord with recent scientific thought, but is supported by judicial decisions in the United States. As elements in the exercise of sovereign powers are discussed economic regulation of ownership in land, commerce, food supplies, colonization and manufacturing. The relation of the state to the family and to the church is treated historically and sociologically.

Part 3 describes the organization of the modern state. The functions of government fall into five classes, viz., the deliberative, legislative,